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INTERIM REPORT

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GOVERNOR'S COMMITTEE ON MERGER

of the

DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

COMMONWEALTH OF PENNSYLVANIA



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INTERIM REPORT

of the

GOVERNOR'S COMMITTEE ON MERGER

of the

DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

COMMONWEALTH OF PENNSYLVANIA



APRIL 1, 1958

GOVERNOR'S COMMITTEE ON MERGER
OF THE
DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

Thomas B. Harvey, Chairman
President, Thomas B. Harvey Leather Company and
member of the State Board of Public Assistance
Philadelphia

Dr. Stephen B. Sweeney, Vice Chairman
Director, Institute of Local and State Government
Philadelphia

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Publisher, Pittsburgh Post Gazette
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Hon. Homer S. Brown
Judge, Allegheny County Court of Common Pleas
Pittsburgh

Hon. Mary T. Denman
Former State Legislator
Mt. Lebanon

Charles H. Frazier
President, Pennsylvania Mental Health, Inc.
Philadelphia

Lt. Col. John Grace
Divisional Commander, Salvation Army
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Hon. Marian E. Markley
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Leonard T. Beale
Chairman, Advisory Council on Mental Health
Philadelphia

Albert J. Nesbitt
President, John J. Nesbitt, Inc.
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Dr. Jesse D. Reber
General Secretary, Pennsylvania Council
of Churches and Chairman of the State
Board of Public Assistance
Harrisburg

The Very Rev. Thomas J. Rilley
Diocesan Director, Catholic Resettlement
Council and member of the State
Welfare Commission
Philadelphia

Hon. Harry E. Seyler
State Senator
York

Hon. George B. Stevenson
State Senator
Lock Haven

Hon. Mary Varallo
State Legislator
Philadelphia

Rev. George E. Whetstone
Secretary for Inner Missions Central
Penna. Synod of United Lutheran
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President, Pennsylvania Citizens
Association
Harrisburg

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President, Pennsylvania Association for
Retarded Children
Doylestown

COMMONWEALTH OF PENNSYLVANIA
GOVERNOR'S COMMITTEE ON MERGER
OF THE
DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

Harrisburg

April 1, 1958

The Honorable George M. Leader
Governor of the Commonwealth of Pennsylvania
State Capitol
Harrisburg, Pennsylvania

Dear Governor Leader:

The Governor's Committee on Merger of the Departments of Welfare and Public Assistance, appointed by you in accordance with Act 390 of 1957, submits herewith its Interim Report, outlining its proposed plan of organization for the merged Department of Public Welfare to become effective on or before June 1, 1958.

The function of the Committee, as stipulated by Act 390, and as further delineated by the Committee in the attached Statement of Mission adopted on December 3, 1957, involves two separable although related phases of activity.

The first, and most immediate, assignment calls for development of a plan for merging not later than June 1, 1958, of the present functions of the Departments of Welfare and Public Assistance under existing laws into a unified Department of Public Welfare.

The second, longer-range, phase of the Committee's assignment involves the formulation of recommendations and proposed legislation deemed necessary to further implement the merger and to effectuate the purposes of the merger Act.

The Committee's attention and efforts to date have been directed primarily to the first phase of its assignment. The attached Interim Report incorporates the product of this first phase of the Committee's work.

It sets forth the judgments and recommendations of the Committee as to an organizational framework which, under existing laws, will provide for orderly integration and for effective and economical administration and coordination of the social welfare functions of the merged departments.

In its approach to this first phase of its task, the Committee gave careful consideration to a preliminary report prepared by a staff group representing the merged departments and the Governor's Office of Administration. A series of special research studies bearing on specific aspects of public welfare organization, administration and inter-governmental relationships, prepared by the Committee's Research Staff, provided essential factual background for the Committee's deliberations. Committee representatives conferred and consulted with administrative officials of Departments of Public Assistance and Welfare of Pennsylvania and of neighboring states, and with regional officials of the U. S. Department of Health, Education and Welfare. Pertinent reports and recommendations of previous studies were reviewed and taken into consideration.

The recommended plan of organization is predicated on certain fundamental service concepts and administrative principles adopted by the Committee to serve as basic guides in its consideration of alternative organizational possibilities. These concepts and principles are presented in the attached Interim Report, together with a chart of the proposed organization of the merged Department and appended descriptions of the contemplated distribution of functions and administrative responsibilities within the proposed organization.

In submitting this Interim Report, the Committee gratefully acknowledges the technical guidance and assistance rendered voluntarily by its research staff: Mr. Manuel Kaufman, Deputy Commissioner of the Philadelphia Department of Public Welfare who served as Staff Coordinator; Mr. Charles Cella, Supervisor of the Government Consulting Service of the Institute of Local and State Government, University of Pennsylvania; and

Mr. John Ingram, Director of the State Division, Pennsylvania Economy League. The Committee received much useful technical guidance from Dr. John Ferguson, Secretary of Administration, and his assistant, Mr. James W. Greenwood, Jr. This office also furnished secretarial and clerical services.

During the coming months, the Committee will turn its attention to the second phase of its assignment, concerned with the formulation of recommendations and legislative proposals to further implement the integration of the Commonwealth's social welfare functions. Upon completion of this phase of its work, it is anticipated that the Committee will prepare and submit its final report.

Respectfully yours,

Thomas B. Harvey
Chairman

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EXCERPT FROM ACT NO. 390 of JULY 13, 1957

Amending the Administrative Code of 1929 by creating the Department of Public Welfare and merging the Departments of Welfare and Public Assistance and extending their powers and duties to the Department of Public Welfare, to become effective on or before June 1, 1958.

"The Governor shall appoint a committee consisting of representatives of the two merged departments, the General Assembly and others interested in the functions and duties of the departments involved herein, to complete the details of the merger in an orderly and efficient manner, reorganize the various bureaus and agencies so that they perform their tasks with maximum effectiveness and efficiency, and with authority to make recommendations and prepare additional legislation, if needed, to the end that the purposes of this bill may be effectuated and functions and programs be appropriately assigned to the various departments and agencies." (Section 26)

Governor's Committee On Merger Of
Departments of Welfare and Public Assistance

MISSION OF COMMITTEE

1. To develop a plan of organization at both State and local government levels which will facilitate most effective and economical performance and coordination of social welfare functions based on broad principles and policy guides concerning the State's responsibilities for administration of social welfare functions, encompassing all functions now performed by the Departments of Welfare and Public Assistance, giving due consideration to related social welfare functions performed by other State agencies, local governments, and private social welfare agencies.
2. To develop specific steps for implementing recommended reorganization based upon principles for allocating responsibility for administering and financing social welfare functions among State and local governments and private agencies:
 - (a) Steps to be taken as of June 1, 1958, to implement such portions of recommended reorganization as are practicable and possible under existing legislation.
 - (b) Steps to be taken to complete reorganization such as will require legislation, together with recommended legislation.

Adopted December 3, 1957

INTERIM REPORT
of the
GOVERNOR'S COMMITTEE ON MERGER
OF THE
DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

Merger Concepts and Principles

In approaching the task of developing a plan for merging the Departments of Welfare and Public Assistance, the Committee has recognized that the basic concept underlying the Commonwealth's merged welfare program should be to deal with the client's inter-related needs as a whole, and that services should be oriented toward helping the individual to achieve or regain early self-dependence.

With this general and basic concept in mind, the Committee recommends certain principles as a basis for planning the merger of the functions of the two Departments, and as guides and objectives to the merged Department of Public Welfare:

1. The merger should be based upon the functions as provided by present legislation, but the new Department should be so organized as to allow administrative adjustment to meet future demands and circumstances.
2. The organizational plan of the merged Department of Public Welfare should provide maximum integration and coordination of the

several social welfare functions assigned to it by law with due consideration for the improvement of professional practice in the various fields of service.

3. The merger should recognize organizationally that one of the basic responsibilities of the Department is to provide leadership in the development and coordination of public and private community welfare services to meet more effectively and economically the needs of the physically and mentally ill and retarded, the socially maladjusted, and the economically dependent.
4. The Department of Public Welfare should utilize to a maximum degree the services and skills of other State departments and voluntary agencies in developing minimal standards of care particularly in the field of medical care and related services.
5. The merger should provide for maximum decentralization of the administration of the State welfare program.
6. Immediately upon merger, the merit system should be extended to all positions in the State and regional offices of the Department of Public Welfare, with the exception of the Secretary and his principal aides, and as soon as practicable to all other positions in the Department including the State institutions.

Proposed Organization Plan

The proposed organization structure of the merged Department of Public Welfare, presented graphically in the attached chart, contemplates three principal administrative levels. These are:

The Secretary's Office - which includes the Secretary, his Deputy for Coordination and his staff aides. (The functions of the Secretary and of his principal staff units are outlined in Appendix I of this report).

The Commissioners' Offices - which include the six Commissioners

each having responsibility for a major functional area, their aides and staff assistants, and their subordinate bureaus and component organizational subdivisions. (The functions of each of the Commissioners' offices are described in Appendix I).

The Regional Offices - including the regional directors and their respective general administrative, staff and/or functional aides, and the county assistance offices within each region. The Committee proposes that initially a minimum of five regional offices be established; if needed, additional offices may be created later. (The functions of the regional office are shown in Appendix I).

Distribution of Responsibilities

The contemplated division of responsibility among the three administrative levels, outlined in detail in Appendix II of this report, can be summarized as follows:

General Responsibilities of the Secretary

1. Develop broad departmental service objectives and administrative policies.
2. Approve functional objectives, programs and standards, issue necessary directives for their implementation, and review their performance and accomplishment.
3. Coordinate the programs and functions of the several Commissioners' offices with one another and with the regional offices, to achieve an effectively inter-related and integrated departmental program.
4. Coordinate the administrative functions of the several regional offices, with one another and with the Commissioners' offices, to achieve uniform program performance and effectiveness in all geographic areas of the Commonwealth.

General Responsibilities of the Commissioners' Offices

1. Develop, for approval by the Secretary, program objectives

and standards and related administrative plans and schedules including budget recommendations.

2. Provide professional guidance, consultation and assistance to regional offices, including professional staff training and development, to achieve and maintain uniformly competent professional performance throughout the State.

3. Review and evaluate program performance and accomplishment in each region, to assure uniform service achievement throughout the State.

4. Administer certain centrally-directed statewide functions, including the management and operation of state-owned institutions and their ancillary services, the final approval and issuing of regulatory licenses, and the disbursement to individuals, institutions or agencies of assistance, grants or reimbursement payments, together with the hearing of claimants' appeals.

5. Recruit, select, train, promote and discharge all personnel under their supervision.

General Responsibilities of the Regional Offices

1. Stimulate, organize and give leadership in development and coordination of all public and private social welfare services at the community level.

2. Supervise and administer those departmental functions which are assigned to the regional and county levels, in accord and compliance with state-wide program policies, service standards, and uniform administrative policies and standards developed by the Commissioners' offices and/or the Secretary's office and approved by the Secretary. These functions would not encompass those centrally-directed functions assigned to the Commissioners, but the Commissioners may, with the Secretary's approval, delegate some of these to the Regional office. The Commissioners may utilize the regional level for coordination of all departmental programs.

3. Coordinate all regionally-administered programs and functions performed within the region.
4. With approval of the Secretary, develop regional operational plans including budget recommendations.
5. Assist in and provide facilities for the regional conduct of centralized functions which are the responsibility of the Commissioners' offices, including initial receipt and processing of license and subsidy or reimbursement applications, inspections for licenses or subsidies, providing physical facilities for regional assistance disbursement offices, and coordinating community services with related State institutional services.
6. Recruit, select, train, promote and discharge all personnel in the regional office.

Transitional Procedure

It is apparent that the division of administrative functions and responsibilities outlined above cannot be fully effected on the statutory date for establishment of the reorganized Department.

Functions which are now administered centrally, and which are to be decentralized to the regional level, cannot be delegated to the regional offices until those offices are established, organized and staffed.

To avoid interruption of services and to accomplish an orderly decentralization process during this transitional period, it will be necessary to continue to lodge direct responsibility for certain contemplated regional functions in the Commissioners' offices until the regional offices are, in the judgment of the Secretary, staffed to accept this responsibility.

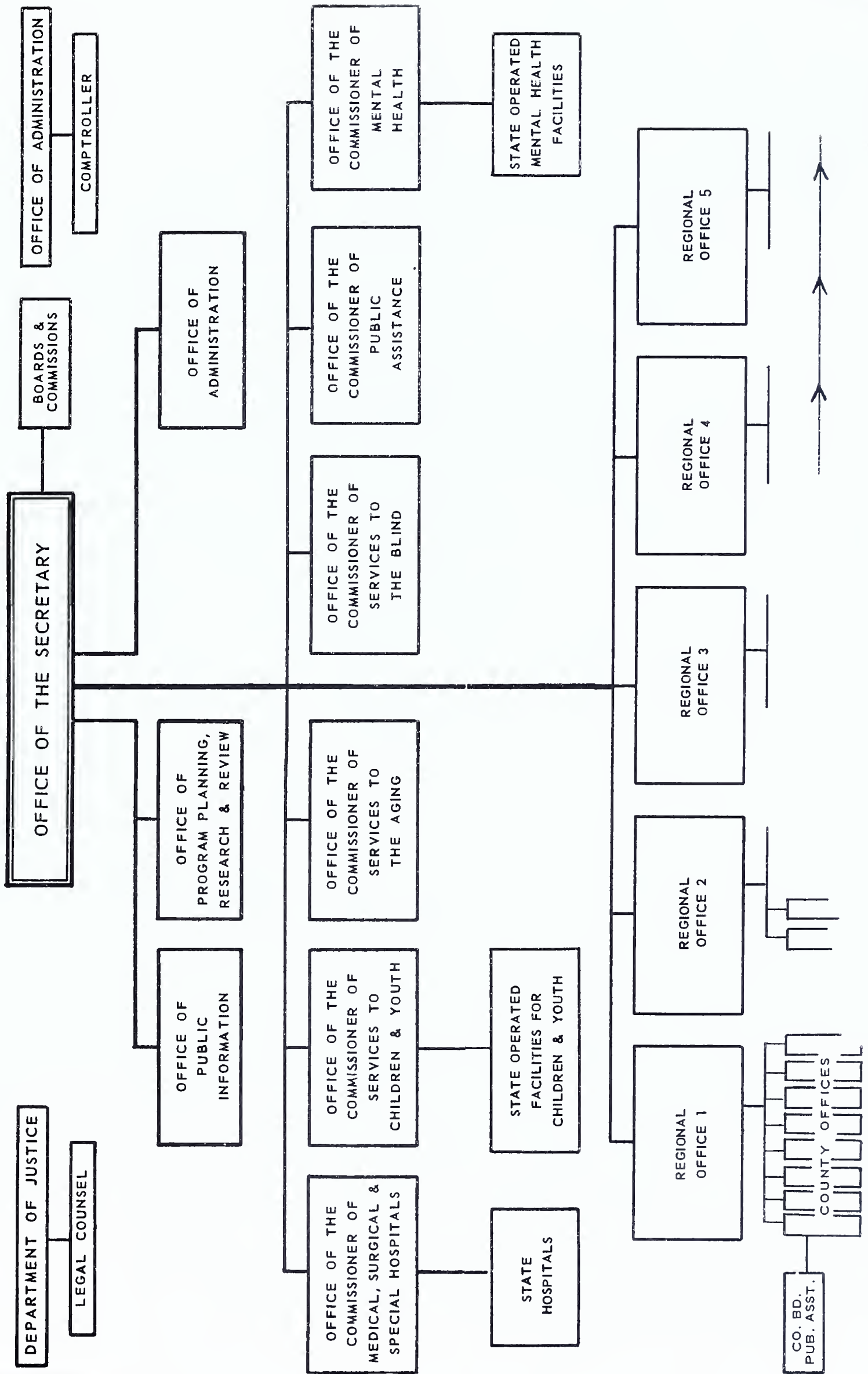
This would apply particularly to the administration of public assistance and to the rendering of other direct services to individuals.

Boards, commissions and committees in the Departments of Public Assistance and Welfare cannot be changed substantively without the

necessary legislation. However, it would be possible in the transitional period for certain boards, commissions and committees to meet jointly to avoid duplication; for example, the State Board of Public Assistance and the Welfare Commission.

The Committee believes that substantial early progress toward implementing the proposed reorganization, including the establishment of at least five regional offices, can be achieved by reassigning present staff, and that within existing budgetary limits more effective and economical use of presently available resources of the combined agencies can thereby be achieved.

DEPARTMENT OF PUBLIC WELFARE



APPENDIXES
TO .
INTERIM REPORT
of the
GOVERNOR'S COMMITTEE ON MERGER
OF THE
DEPARTMENTS OF WELFARE AND PUBLIC ASSISTANCE

APPENDIX A - Allocation of Functions Among Major Organizational
Units of the Department of Public Welfare

APPENDIX B - Allocation of Responsibilities Among Organizational
Levels of the Department of Public Welfare

Interim Report of the Governor's
Committee on Merger of the Departments
of Welfare and Public Assistance

APPENDIX A

ALLOCATION OF FUNCTIONS AMONG MAJOR ORGANIZATIONAL
UNITS OF THE DEPARTMENT OF PUBLIC WELFARE

OFFICE OF THE SECRETARY

1 - Administration:

Plans, directs and coordinates the various activities of the department.

Evaluates effectiveness of operations.

Establishes standards.

Formulates and secures concurrence in and adherence to administrative policies, practices and procedures.

Prepares and presents departmental budget.

Supervises fiscal management, personnel management, administrative controls and reporting, departmental organization and staff performance.

Coordinates programs of staff development and training.

Directs and coordinates regional operations.

Coordinates functions of Commissioners' offices.

2 - Program Development:

Reports to Governor on conditions of public welfare throughout the Commonwealth.

Evaluates and promotes program objectives.

Develops public understanding of welfare programs.

Provides leadership in formulating concepts, developing standards and improving quality of services rendered.

Coordinates program research.

3 - Legislative Relations:

Maintains constructive relationships with members of the State legislature.

Analyzes, interprets and presents the issues, costs and probable effect of legislative proposals concerned with welfare programs.

Develops legislative proposals as required for improving public welfare services.

4 - Public Relations:

Confers with general public and representatives of national, state and local official and voluntary organizations and agencies on various aspects of departmental activities and interests.

Maintains effective relationships with members of the press, radio and television.

Participates in national, state and local conferences, meetings and hearings.

5 - Relations with Departmental Boards, Committees and Commissions:

Establishes and maintains close working relationships with Departmental Boards, Committees and Commissions.

Provides staff services for Departmental Boards, Committees and Commissions.

6 - Federal Relations:

Represents the Commonwealth in receiving Federal funds and administers Federally-aided programs under the Department.

DEPARTMENTAL STAFF UNITS

Office of Administration

Assists in the coordination of departmental budget recommendations.

Assists in budgetary and financial planning; maintains prescribed fiscal controls; prepares reports of budgetary execution.

Assists in the administration of a comprehensive personnel program, including the maintenance of necessary controls to ensure adherence to established policies and procedures governing personnel actions, and designed to assist in the development and maintenance of both an effective staff of employees and satisfactory work relationships between the Department and the employees.

Assists in organization and methods planning; consults with and assists operating units in the development and issuance of procedures; conducts studies and surveys of organization, methods, procedures, records, forms, office layout.

Administers central procurement, property management, and office services functions.

Office of Program Planning, Research and Review

Processes and interprets regular, recurring statistical reports

on departmental program activities, oriented particularly toward appraisal of program effectiveness.

Conducts special analytical research projects in selected program areas, in cooperation with Commissioners' offices.

Conducts coordinated program planning and evaluation.

Consults and assists operating units in technical statistical and research procedures.

Office of Public Information

Assists the Secretary and other department officials in all phases of public relations.

Assists in developing a public education program including the preparation, editing, publication and distribution of printed reports and materials issued by the Department.

COMMISSIONERS' OFFICES

Office of Commissioner of Mental Health

Directs state mental health institutions and other state-operated facilities for the mentally ill, mentally retarded, and epileptic, and prepares plans for future development of these facilities.

Receives and disburses federal and state subsidies for local mental health programs.

Develops and supervises programs for the integration of state institutions with local communities, including after care and placement prior to final discharge.

Prepares plans, in cooperation with regional office, for community mental health programs, and where not state-operated, sets and enforces professional standards for such programs.

Administers interstate program of placement of mental patients.

Develops and supervises programs for the prevention and understanding of mental illness.

Establishes and enforces minimum standards of care for licensed private facilities.

Develops and supervises research projects in the field of mental illness and mental retardation.

Develops and carries out appropriate programs of training of professional personnel in the field of mental health.

Consults with the Advisory Council on Mental Health.

Provides professional guidance to the regional organization for the rendering of non-medical community services supportive to the treatment of the mentally ill.

Office of Commissioner of Public Assistance

Provides professional direction for state programs and payments of financial aid to the needy, including: Old Age Assistance, Aid to Dependent Children, Aid to the Blind, General Assistance, Aid to the Permanently and Totally Disabled.

Establishes standards and administers a program of payments for the purchase of medical and hospital care and treatment for persons receiving public assistance.

Establishes eligibility standards for financial assistance for all programs of the Department of Public Welfare involving direct payments to individuals.

Through the regional offices supervises and audits performance of County Boards of Public Assistance.

Develops policies and procedures for appeals of applicants and claimants for public assistance.

Develops policies and through regional office administers procedures in the county offices for casework and referral services and the utilization of community resources in eliminating and alleviating the causes of dependency.

Develops and supervises research projects in the field of public assistance.

Initiates programs of training professional personnel in Public Assistance.

Office of Commissioner of Services to Children and Youth

Administers state-owned institutions and other facilities for child care.

Through the regional offices supervises public and private child care institutions and agencies.

Administers state reimbursement and grants to public and private child welfare agencies.

Provides professional counsel and assists in organization and development of community child welfare services.

Develops prevention and rehabilitation programs in the field of juvenile delinquency.

Supervises interstate program of child placement.

Through regional offices supervises program of licensure of boarding homes for infants and children.

Through regional offices supervises approval of adoption agencies.

Establishes minimum standards for public and voluntary child care agencies and institutions.

Develops and supervises research projects in the field of services to children and youth.

Initiates programs of training professional personnel in children's services.

Office of the Commissioner of Services to the Blind

Develops programs for the prevention of blindness.

Through regional offices develops and supervises program for vocational rehabilitation of blind and visually handicapped, including administration of the state's business enterprises program.

Through regional offices supervises the provision of direct casework services for the blind, including pre-school counseling, home teaching, etc.

Through regional offices supervises the distribution of talking books and low vision aids.

Determines disability benefits under Title II, Social Security Act.

Provides professional consultation and administers grants to agencies involved in the prevention and treatment of blindness, and rehabilitation of the blind.

Develops and supervises research projects in the prevention and treatment of blindness and rehabilitation of the blind.

Initiates programs of training professional personnel in the field of blindness.

Office of the Commissioner of Services to the Aging

Through regional offices licenses and supervises private and public homes and institutions for the aged.

Administers program of state aid to institutions for indigent infirm and aged.

Through regional offices provides professional consultation and assists in the organization and development of community services for the aged.

Develops and supervises research projects in the field of services for the aging.

Initiates programs for the training of professional personnel in services for the aging.

Office of Commissioner of Medical, Surgical, and Special Hospitals

Supervises state-owned general hospitals (state hospitals operate under administrative boards).

Through regional offices licenses and/or supervises private and public hospitals.

Administers state responsibilities under Hill-Burton Act.

Administers present program of state aid to hospitals for the care of the indigent sick.

REGIONAL OFFICE (FIVE)

Represents the Department in a specific region of Commonwealth.

Coordinates and administers all programs of the Department not otherwise assigned to the Commissioners.

Reports to Secretary's office on plans, progress and problems in region.

Evaluates organization of community welfare programs and services in region.

Assists in improving and strengthening organization of community welfare programs and services in region.

Consults with appropriate Commissioners' offices regarding specific aspects of program as need arises.

Makes available to local offices professional consultant staff.

Plans and convenes staff meetings for regional departmental personnel.

Develops and maintains constructive relationships with local public and voluntary welfare agencies in region.

Interim Report of the Governor's
Committee on Merger of the Depart-
ments of Welfare and Public Assistance

APPENDIX B

ALLOCATION OF RESPONSIBILITIES AMONG ORGANIZATIONAL LEVELS
OF THE DEPARTMENT OF PUBLIC WELFARE

SECRETARY'S OFFICE

Community Services

Approve program objectives and plans and coordinate with related programs; issue directives to regional offices; review and coordinate program and regional activities

Direct Services to Individuals

Approve statewide policies and programs and issue directives to implement; coordinate inter-program and inter-regional activities

Assistance Payments to Individuals

Approve statewide plans, policies, standards; coordinate inter-program and inter-regional activities; maintain formal liaison with Federal agencies

COMMISSIONERS' OFFICES

Develop statewide objectives, programs, plans for Secretary's approval; review and evaluate regional performance for inter-regional uniformity; provide professional consultation to Secretary and regional offices

Develop statewide policies and programs; develop administrative casework standards and conduct professional training; provide professional consultation to regions; evaluate regional activities for inter-regional coordination

Develop statewide plans, eligibility and benefit standards, administrative policies and standards; audit assistance claims; review and inspect field performance; hear appeals; supervise and administer payments; maintain liaison with Federal agencies as delegated by Secretary

REGIONAL OFFICES

Organize and administer regional program in compliance with statewide policies and plans, coordinating with related regional programs and consulting with Commissioner's staff

Organize and administer regional programs and services in compliance with statewide plans and standards, consulting with Commissioners' staff; coordinate related casework services within region

Supervise and inspect administration by county assistance offices in region for compliance with approved statewide policies and standards; consult with and report on administrative activities to Commissioners; provide facilities for regional disbursement offices; maintain liaison with County Assistance Boards

SECRETARY'S OFFICE

State-Owned Institutional Management

Approve institutional policies programs and standards; review administrative performance; coordinate institutional programs and services

COMMISSIONERS' OFFICES

Develop institutional policies and programs; supervise and administer institutions and ancillary services coordinate institutional with other related non-institutional programs

REGIONAL OFFICES

Coordinate community programs and services with related institutional services

Regulation of Public and Private Institutions

Approve regulatory policies and standards; coordinate all inter-agency regulatory activities

Develop institutional regulatory standards; develop administrative procedures for inspection and licensing; give final review and approval to license applications; issue and enforce compliance with violation notices and orders; issue Licenses; hear appeals

Supervise inspection of institutions in region; receive applications, give initial review, forward with recommendations to Commissioners; inspect for compliance with violation notices and report findings to Commissioners

Administration of Subsidies and Reimbursements to Public and Private Institutions and Agencies

Approve programs, policies and standards; coordinate inter-agency program

Develop programs, policies, eligibility standards for Secretary's or legislative approval; give final review and approval to claims and applications; hear claimant appeals; issue payment requisitions

Receive and give initial review of applications, and forward to Commissioners with recommendations; interpret programs to applicants; inspect for compliance with eligibility standards, as requested by Commissioners

